

## Message Text

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LIMITED OFFICIAL USE CANBERRA 7907

C O R R E C T E D C O P Y FOR CLASSIFICATION - LIMITED

OFFICIAL USE VICE UNCLAS - PER CANBERRA 7926

FOR: COMMERCE AND STATE; EA/ANP PASS HARROP.

SYDNEY ALSO PASS TRADE CENTER

E.O. 11652: N/A

TAGS: BBSR, BEXP, ETRD, AS

SUBJ: CCP: 1976 AND 1977

REF: (A) CANBERRA A-097

(B) CANBERRA 5506

1. SUMMARY: MISSION HAS INFORMAL ADVANCE COPY OF COMMERCE AIRGRAM WHICH CALLS FOR SUBMISSION OF BOTH 1976 AND 1977 CCP DRAFTS IN NEXT FEW WEEKS. TIMETABLE PRESENTS SERIOUS DIFFICULTY FOR MISSION. ADMINISTRATIVELY, IT WOULD REQUIRE CARRYING OUT COLLECTIVE PLANNING EXERCISE WHEN AMBASSADOR AND DCM ABSENT AND E/C STAFF DEPLETED, AND MISSION-WIDE COLLABORATION ESSENTIAL TO VALID CCP IMPOSSIBLE. SUBSTANTIVELY, TRADE CENTER IS MUCH IMPORTANT RESOURCE IN CCP CAMPAIGNS THAT REPORTED UNCERTAINTY WHETHER TRADE CENTER WILL CONTINUE IN OR AFTER FY 76 WOULD MAKE DETAILS CAMPAIGN PLANNING, ESPECIALLY FOR FY 1977, HIGHLY SPECULATIVE.

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RECOGNIZE AND APPLAUD OBJECTIVE OR COORDINATING CCP

PLANNING WITH BUDGET CYCLE, BUT BELIEVE SPECIFIC CIRCUMSTANCES THIS YEAR MAKE IT UNPRODUCTIVE IN AUSTRALIA TO ACCELERATE CYCLE THIS RAPIDLY. MISSION RECOMMENDS AS ALTERNATIVE: (1) THAT IT PROVIDE GUIDELINE MEMORANDUM SUGGESTING PRINCIPAL MODIFICATIONS APPROPRIATE IN EXTENDING 1975 CCP TO 1976, AND (2) THAT 1977 CCP BE POSTPONED AT LEAST UNTIL MAY, AND PREFERABLY UNTIL TRADE CENTER'S FUTURE CLARIFIED. END SUMMARY.

2. EMBASSY HAS RECEIVED INFORMALLY ADVANCE COPY OF COMMERCE AIRGRAM ENTITLED "FISCAL YEAR 1976/77 COUNTRY COMMERCIAL PROGRAMS (CCP)". THIS AIRGRAM PRESUMABLY NOW EITHER UNDERGOING WASHINGTON CLEARANCE OR OFFICIALLY ENROUTE TO FIELD. IT WOULD REQUIRE PREPARATION OF DRAFT FY 1976 CCP TO REACH WASHINGTON DECEMBER 20 AND DRAFT FY 1977 CCP TO REACH WASHINGTON JANUARY 24. AS WE INTERPRET WORDING, AIRGRAM APPARENTLY CONTEMPLATES SUBMISSION FULL DRAFTS BY CABLE IN A NEW 21-PAGE FORMAT.

3. THE MISSION WOULD HAVE GREAT DIFFICULTY IN COMPLYING WITH THE PROPOSED INSTRUCTION, FOR BOTH ADMINISTRATIVE AND SUBSTANTIVE REASONS. GIVEN MISSION'S DECENTRALIZED ORGANIZATION WITH FIVE POSTS PLUS TRADE CENTER, DETAILED CCP CANNOT PROPERLY BE DRAFTED WITHOUT INTENSIVE CONSULTATION AND INTERACTION AMONG ALL POSTS AND OFFICERS CONCERNED. IT COULD NOT BE DONE PROPERLY BY TELEPHONE OR CORRESPONDENCE. QUALITY ASIDE, LATTER TECHNIQUES WOULD ALSO BE VERY TIME-CONSUMING. (IN THIS CONNECTION, AS WASHINGTON KNOWS, WE HAVE JUST COMPLETED STRETCHING OUR NON-BUDGET TO HOLD A NOVEMBER 19 E/C CCP CONFERENCE TO PROVIDE EVALUATION OF FIRST QUARTER FY 75 CCP FOR USE OF WASHINGTON REVIEW GROUP). ENTIRE DECEMBER-JANUARY PERIOD CONTEMPLATED BY THE AIRGRAM IS THE HEIGHT OF THE AUSTRALIAN SUMMER VACATION SEASON. AT ANY GIVEN TIME THROUGHOUT THIS PERIOD NUMEROUS KEY E/C PERSONNEL WILL BE ON LEAVE AND REMAINDER WILL HAVE EXTRA WORKLOAD IN THEIR ABSENCE. AMBASSADOR WILL BE OUT OF AUSTRALIA MOST OF DECEMBER, AND THE DCM ALL OF DECEMBER AND JANUARY. MOREOVER, IN THEIR ABSENCE E/C COUNSELOR WILL BE SERVING AS CHARGE VIRTUALLY ALL OF DECEMBER. WE ALSO EXPECT SEVERAL HIGH-LEVEL WASHINGTON VISITORS, THE LIMITED OFFICIAL USE

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PREPARATION AND CONDUCT OF WHOSE PROGRAMS WILL REQUIRE CONSIDERABLE E/C TIME. FOR THESE REASONS IT WOULD BE ADMINISTRATIVELY IMPOSSIBLE TO PRODUCE TWO MEANINGFUL ANNUAL CCPS IN NEXT SEVEN WEEKS.

4. SUBSTANTIVE PROBLEM ARISES OUT OF BUDGET UNCERTAINTY WE UNDERSTAND EXISTS RESPECTING CONTINUING OPERATION OF THE SYDNEY TRADE CENTER DURING FY 76 AND/OR 1977. TRADE CENTER

PROGRAM IS LARGE INTEGRAL ELEMENT OF CCP CAMPAIGNS. CONTENT OF MOST CAMPAIGNS WILL THEREFORE VARY WIDELY DEPENDING UPON WHETHER OR NOT THERE IS ACTIVE TRADE CENTER IN AUSTRALIA. PREPARATION OF DETAILED CAMPAIGNS FOR FY 1977 IS ACCORDINGLY HIGHLY VISIONARY PROJECT, GIVEN ADDITIONAL DIFFICULTY OF POSTULATING CONTROLLING ECONOMIC CONDITIONS IN VOLATILE AUSTRALIAN SITUATION 19-31 MONTHS FROM NOW.

5. IN PRINCIPLE, WE VIGOROUSLY SUPPORT AIRGRAM'S BROAD OBJECTIVE. OUR UNHAPPINESS RESPECTING FACT THAT BUDGETING FLATLY IGNORES CCP IS DETAILED IN PARAS 4 AND 5 OF REF (A) AND IN REF (B). WE ARE CONVINCED THAT THE WORST OF THE WEAKNESSES OF THE PRESENT CCP SYSTEM IS PRECISELY FACT THAT CCP OPERATION HAS ZERO CREDIBILITY IN WASHINGTON BUDGET PROCESS. BUT THE AIRGRAM'S PROPOSED TIMING PLUS QUESTION RE TRADE CENTER UNDERCUT THIS PARTICULAR SOLUTION IN AUSTRALIA CASE.

6. MISSION RECOMMENDS, IN LIEU OF ATTEMPTING HASTY PRO FORMA JOB OF DETAILED PROGRAMMING WHICH HAS LITTLE CHANCE OF BEING EITHER VALID OR USEFUL: (1) THAT WE UNDERTAKE TO FURNISH BY DECEMBER 20 A GUIDELINES TELEGRAM FOR THE USE OF COMMERCE AND STATE SUGGESTING WHAT MODIFICATIONS, ADDITIONS AND DELETIONS WOULD BE DESIRABLE IN EXTENDING FY 75 PROGRAM TO FY 1976, INCLUDING A SUMMARY OF CAMPAIGN ACTIVITIES, PREMISING HOPEFULLY THAT THE TRADE CENTER WILL OPERATION THROUGH FY 76; (2) THAT SUBMISSION DATE FOR DRAFT FY 77 CCP BE DEFERRED (A) UNTIL AVAILABILITY OF A TRADE CENTER FOR AN FY 77 PROGRAM IS CLARIFIED, AND (B) AT LEAST UNTIL MAY 15 TO GIVE TIME FOR A PROPER JOB OF DETAILED PROGRAMMING IN THE NEW FORMAT. REALISE THIS WOULD NOT PROVIDE DETAILS IN TIME FOR "FLASH BUDGET". BUT FLASH NEEDS COULD CONCEIVABLY BE MET EQUALLY WELL OR BETTER BY BROAD APPROXIMATIONS FOR LIMITED OFFICIAL USE

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AGGREGATE COUNTRY PROGRAM MONEY AND PERSONNEL REQUIREMENTS BASED UPON EXHAUSTIVE DOCUMENTATION ALREADY IN WASHINGTON ON UNMET FY 1974 AND FY 1975 CCP PERSONNEL AND MONEY REQUIREMENTS. THE DETAILED FY 1977 PROGRAM CONTEMPLATED IN AIRGRAM COULD THEN BE SUITABLE FOR DETAILED DEPARTMENT AND OMB BUDGET HEARINGS SOME MONTHS AFTER FLASH BUDGET. A HASTY PRO FORMA FY 77 CCP BUDGET, GIVEN THE UNCERTAINTIES AS WELL AS OUR INABILITY TO DO THE JOB PROPERLY RISKS WASTED EFFORT WHICH WOULD NEED TO BE REDONE TO SERVE A GENUINE BUDGETARY PURPOSE.  
SIMPSON

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